BEFORE THE PUBLIC SERVICE COMMISSION OF WISCONSIN

Application Of Wisconsin Energy Corporation For Approval Of A Transaction By Which Wisconsin Energy Corporation Would Acquire All Of The Outstanding Common Stock Of))	Docket No. 9400-YO-100
Integrys Energy Group, Inc.)	

REBUTTAL TESTIMONY OF LANE KOLLEN

- 1 Q. Please state your name and business address.
- 2 A. My name is Lane Kollen. My business address is J. Kennedy and Associates, Inc.
- 3 ("Kennedy and Associates"), 570 Colonial Park Drive, Suite 305, Roswell, Georgia
- 4 30075.

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- 6 Q. Have you previously filed testimony in this proceeding?
- 7 A. Yes. I previously filed Direct Testimony in which I addressed WEC's failure to
- 8 demonstrate that the proposed acquisition is in the "best interests of utility consumers . . .
- and the public." If the Commission decides to approve the acquisition, then I
- recommended a series of conditions to ensure that there are net benefits to WEPCO and
- WPSC utility consumers and that they are not harmed.
 - Q. What is the purpose of your Rebuttal Testimony?
- 14 A. The purpose is to respond to the Rebuttal Testimony of WEC witnesses Mr. John Reed,
- Mr. Allen Leverett, and Mr. Scott Lauber, each of whom continue to support the
- acquisition, including their adoption of certain limited conditions and their rejection of
- 17 other conditions.

A.

Q. Please summarize your Rebuttal Testimony.

WEC still has not demonstrated that the proposed acquisition is in the "best interests of utility consumers . . . and the public." Although I recognize that "best interests" is a legal standard, it seems to me to be self-evident that a "best interests" standard requires that there be a quantifiable net benefit and protections from harm. WEC's acceptance of certain limited conditions not only fails to ensure that there will be net benefits for utility customers, they fail to even ensure that utility customers will not be harmed. Indeed, WEC's rejection of other necessary conditions increases the probability that customers will be harmed, which certainly cannot be in their best interest.

WEC's definition of *transaction* costs is unduly restrictive and is limited to costs incurred prior to and including the consummation of the acquisition. WEC's definition fails to include the transaction costs that will be incurred subsequent to the consummation of the acquisition, such as directors and officers liability tail insurance. WEC's definition also fails to include the transaction costs incurred to obtain approval in various jurisdictions for concessions made by WEC or conditions imposed by regulators, such as the recent settlement in Michigan to sell the Presque Isle Power Plant ("PIPP") for a nominal amount. In addition, WEC's definition fails to include the transaction costs that are incurred by WEPCO and WPSC. The Commission should broaden WEC's unduly narrow definition of transaction costs to include these omissions and to put WEC on notice that it will not allow recovery of any transaction costs that were or will be incurred to consummate the acquisition.

WEC still has not identified or quantified transition costs or benefits (synergy

savings). Such transition costs include integration costs, which will not result in savings, and other transition costs that may be incurred to achieve savings.

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WEC's proposed accounting to track transition costs and benefits for ratemaking purposes is nothing more than an undeveloped concept at this time, but could be used in future rate cases against the best interests of utility consumers and the public. It defers the review of transition costs and any actual benefits to future rate cases and virtually guarantees that the transition costs and benefits will be subject to extensive controversy in those proceedings. WEC's proposed accounting would establish WEPCO and WPSC as presumptive arbiters of whether a cost even qualifies as a transition cost, thus putting all other parties at an extreme disadvantage in future rate cases. WEC's proposed accounting would incentivize WEPCO and WPSC to ignore and exclude as many costs from this exercise as possible. WEC's proposed accounting also would establish WEPCO and WPSC as presumptive arbiters of the appropriate metrics and methodologies that will be used to quantify savings resulting from the transition cost, thus putting all other parties at further extreme disadvantage. These problems are exacerbated through the use of forecast test years in the ratemaking process. Left unresolved under this undeveloped concept is whether WEPCO and WPSC will be allowed to capitalize certain transition costs or to defer transition costs that otherwise would be expensed, subject to whatever recovery metrics and methodology the Commission subsequently adopts in future rate cases.

Finally, I continue to recommend that the Commission adopt the conditions that I set forth in my Direct Testimony. These conditions are necessary to ensure that the transaction is in "the best interests of utility consumers . . . and the public" in the form of

quantifiable net benefits and that there is no harm to utility customers. The Commission should reject WEC's arguments against these conditions. If the Commission approves the acquisition without requiring a showing of net benefits to customers, then it should ensure that there are net benefits through a writeoff of the transmission escrow accounts or bill credits, as proposed by the Staff, or through the adoption of other certain benefits, or some combination of these proposals.

Q. Mr. Reed argues that it is not necessary for there to be "net benefits" to customers in order for the Commission to find that the acquisition is in the "best interests of utility consumers . . . and the public." Do you agree?

A. No. Although I do not offer a legal opinion, it seems self-evident that a transaction cannot be in the "best interests" of utility consumers and the public unless it provides net benefits and ensures that there is no harm to the two groups of stakeholders that WEC does not represent. The Commission cannot ignore the statutory interests of these two groups of stakeholders. On the other hand, the Commission can be certain that WEC will advocate its own interests.

Q.

Mr. Reed argues that the "best interests" standard means that "a transaction should not cause harm in terms of service, costs, environmental protection, safety and economic impacts." He also argues that "[t]his means that the benefits of the transaction should exceed its costs and risks when viewed from the perspective of

¹ Reed Rebuttal at 6.

these stakeholders taken as a whole." 2 Do you agree?

No. First, there should be net benefits. It is insufficient to limit the standard to "no harm," particularly when WEC will not agree to conditions necessary even to ensure that there is no harm. Second, his statement that the "benefits of the transaction should exceed its costs and risks when viewed from the perspective of these stakeholders taken as a whole" is incomprehensible and should be rejected as a meaningful interpretation of the standard. For example, if WEC benefits by \$100 million, but customers are harmed by \$90 million, the acquisition could not be in the best interests of all stakeholders. Such result would show only that the acquisition is in the best interest of WEC and its shareholders. It would decidedly not be in the best interests of utility consumers and the public.

A.

A.

Q. Has WEC made any attempts to identify or quantify transition costs or savings?

No. Mr. Reed continues to argue that no such studies are necessary. In the absence of any such studies, he nevertheless maintains that there are "quantifiable benefits" and that it is "clear that the Transaction will produce net benefits." Yet, these bald assertions are not supported by any WEC-specific studies or any proposed post-merger implementation plan that identifies the actions WEC will take to achieve these "quantifiable benefits." WEC's seemingly endless repetition of these unsupported claims does not imbue them with substance or overcome the lack of any plan or actual quantifications. In fact, WEC and Mr. Reed repeatedly and proudly assert that the acquisition was *not* initiated to

 $^{^{2}}$ Id.

 $^{^3}$ Id

achieve savings, unlike acquisitions or mergers initiated by other utilities or utility holding companies.^{4,5} Savings will not be achieved without an implementation plan; even with a plan, savings will be achieved only after the incurrence of costs to achieve.

WEC still has not identified or quantified the specific transition costs and any resulting savings. Thus, it is not certain and it is not clear that there are "quantifiable benefits," although it is certain and it is clear that there will be significant transition costs incurred to integrate the holding companies and the utilities regardless of whether there are any savings.

A.

Q. In your experience in numerous utility merger and acquisition proceedings, what purpose does a synergy savings study achieve?

First, it demonstrates that the acquiring holding company or utility has a plan to integrate the management and operations of the utilities and other affiliates. Second, the plan provides a framework or a roadmap for implementation that can be reviewed by regulators and other parties prior to approval and consummation. Third, the plan can be used by regulators and other parties to assess the holding company's and utility's performance after consummation. Fourth, the plan provides a reasonable estimate of the costs that will be incurred and the savings that may be achieved.

⁴ *Id.*, 6: "The fact that WEC did not prepare a specific merger synergy study is reasonable because . . . this merger is not premised on immediate savings to customers."

⁵ Id., 10: "WEC has not prepared a synergy study of estimated *actually achieved* savings for this proceeding, because the proposed merger is not premised on savings, nor is such a study required."

Q. What are the problems that may arise if there is no plan and no synergy savings 2 study?

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The lack of a plan is analogous to a property developer who seeks investors and lenders to invest money to buy a "once in a lifetime" property, but has no business plan to develop that property and no plan to repay its investors or lenders. Without a plan, the potential investors and lenders cannot assess the costs that will be incurred to develop the property, the revenues that may be earned or the costs to operate and maintain the property. In short, this is a ridiculous proposition and no reasonable investor or lender will invest in this scheme. However, if the "once in a lifetime" property was utility property and any costs can be recovered from regulated customers without any significant conditions or constraints, then the ridiculous proposition becomes an opportunity for gain and reasonable investors or lenders would be interested in this scheme. The Commission and regulators in other jurisdictions are the only entities that can ensure that the "ridiculous" proposition is avoided. The Commission should not allow the interests of the investors and lenders to overwhelm the statutory interests of the utility consumers and the public that are exposed to the risks and costs of the "once in a lifetime" property.

If the Commission approves the acquisition and there is no plan, then there certainly will be costs to integrate the two holding companies and their subsidiaries, but the Commission, Staff, and intervenors will have to ferret out these costs in future rate proceedings. There is no "baseline" for costs in the absence of the acquisition and there are no estimates of achievable savings. This provides WEPCO and WPSC a rich opportunity to subjectively and creatively fabricate savings in the form of costs that could have been incurred, but were "avoided." It is difficult to objectively measure costs that

1	are not incurred, but it is relatively easy to subjectively quantify savings based on metrics
2	and claims after the fact that costs would have been even greater "but for the acquisition".

Q.

- Mr. Reed and Mr. Lauber assert that WEC's proposal to track transition costs for ratemaking purposes ensures that there will be no rate increases to recover these costs until savings exceed the accumulated costs.^{6,7} Please respond.
- A. This proposal is not a serious or realistic substitute for an actual synergy savings study and does not ensure that the acquisition is in the "best interests of utility consumers . . . or the public." It doesn't ensure that there will be net benefits and no harm to utility customers.

In fact, this proposal is nothing more than a mere concept at this point that has not been sufficiently developed by Mr. Reed or Mr. Lauber or any other WEC witness. It is not a specific or practical proposal to identify and quantify transition costs or savings for ratemaking purposes. Under its conceptual proposal, WEC will develop an after the fact spreadsheet-based "model" to identify and track transition costs and quantify savings, presumably after the consummation of the acquisition and then only for use in future rate cases.

Neither Mr. Reed nor Mr. Lauber provide a copy of this so-called "model" because it does not actually exist. Mr. Reed generally describes how this model should or will incorporate the concept of a "baseline" or a "but for the acquisition" case against which future changes will be compared. However, Mr. Reed does not provide this

⁶ Id., 13.

⁷ Lauber Rebuttal at 4.

phantom baseline or even the source or basis for it, although he stresses that it will be "important to actively assess and track the factors and circumstances affecting the baseline on a going forward basis" and notes that "the tracking of merger-related savings and the costs to achieve them is a very active process which requires frequent updating and analysis." In other words, the process will be very subjective and dynamic. Parties other than WEC, WEPCO, and WPSC will get to see the "model" and the "baseline" for the very first time, and perhaps multiple times thereafter, only *after* the consummation of the acquisition. Until it files the "model" and "baseline" in future rate cases, WEC's position can be summed up in the phrase "just trust us."

However, WEC fails to lay the foundation for any such trust. In short, there is no model and there is no baseline. There are no criteria for identifying and quantifying transition costs. In reality, if WEC does not identify and track a specific cost as a "transition" cost, then it will fall outside this so-called "model." For example, if WEC replaces the entire general ledger hardware and software platforms for the holding companies and subsidiaries or extends WEC's platforms to the former Integrys companies to integrate these systems for accounting and financial reporting, WEC quite likely may decide that this cost is not related to the acquisition and is not a "transition cost" at all. That presumption could shift the burden of proof to intervenors who may argue in future rate cases that this cost was caused by the acquisition and, in fact, is a "transition cost."

In addition, there are no metrics for identifying savings and there are no methodologies to quantify savings. Thus, the identification and quantification of "savings" by WEC, WEPCO, and WPSC will become a subjective and creative exercise

1		in identifying avoided costs that could or might have been incurred if WEC had not
2		acquired Integrys.
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4	Q.	Is there another potential problem with WEC's proposal to track transition costs
5		for ratemaking purposes?
6	A.	Yes. If adopted, this proposal may allow WEPCO and WPSC to defer transition costs
7		and to recover those costs through "savings." WEC has made no formal proposal to
8		modify its Application in this manner and should not be allowed to implement deferral
9		accounting indirectly through this proposal to track transition costs. The Commission
10		should condition its approval with a prohibition against deferrals for the reasons that I
11		provided in my Direct Testimony.
12		
13	Q.	Parties in the acquisition proceeding in Case No. U-17682 before the MPSC recently
14		entered a settlement agreement for approval of the acquisition contingent upon
15		various terms, including the sale of PIPP. If this settlement results in costs to
16		WEPCO's or WPSC's Wisconsin retail customers, should such costs be considered
17		transaction costs and specifically disallowed recovery from WEPCO and/or
18		WPSC's customers?
19	A.	Yes. It appears that the Commission will need to address the net benefits or costs to
20		Wisconsin retail ratepayers arising out of the settlement agreement in future proceedings,
21		including rate case proceedings and proceedings involving the sale of Michigan assets to
22		UPPCO. However, the Commission should put WEPCO and WPSC on notice in this

proceeding that if it determines in another proceeding that there is a net cost to Wisconsin retail customers, it will disallow the costs.

The net cost of WEC's concessions in the Michigan settlement should be considered transaction costs because they were incurred to obtain the regulatory approval required from the MPSC for the acquisition. Absent such notice, WEPCO and WPSC may seek to recover the cost of the concessions from WEPCO and WPSC Wisconsin customers, respectively, in future rate proceedings.

There is no question that WEC agreed to the settlement to obtain regulatory approval of the acquisition from the MPSC. The settlement agreement states that "This Agreement is for the purpose of facilitating a final resolution of Commission Case No. U-17682 and FERC Docket No. EC14-126, and all provisions of the Agreement are dependent upon all other provisions contained therein." It necessarily follows that the costs associated with the settlement were incurred to obtain that regulatory approval.

Such costs incurred to obtain regulatory approval of the acquisition are "transaction costs" and must be disallowed from Wisconsin retail rate recovery. WEC itself acknowledges as much through its witness Mr. Reed, who states that:

no transaction costs incurred to negotiate, draft, or execute the merger agreement, or to obtain the regulatory and shareholder approvals required to consummate the proposed Transaction, will be recorded on the books of the operating companies. Such transaction costs will be recorded at the parent company level and not allocated or assigned to the operating companies.⁸

⁸ Reed Rebuttal at 17-18.

To achieve the complex settlement in Michigan of numerous issues with numerous parties involving numerous regulated utilities, there is no question that some give and take was necessary, including the agreement for WEPCO to sell PIPP for a *de minimis* amount, far less than its net book value of approximately \$200 million. There may have been additional concessions. At this point we are not able to review all aspects of the settlement agreement because WEC has refused to produce the documents necessary to do so. However, the costs of all such concessions made by WEC to obtain regulatory approval in Michigan are transaction costs and should not be recovered from WEPCO and WPSC Wisconsin utility consumers.

A.

Q. With respect to the sale by WEPCO of PIPP for a *de minimis* amount, does the fact that the net book value of PIPP is presently on the accounting books of WEPCO mean that this or any other costs on the accounting books of WEPCO or WPSC cannot be considered "transaction costs"?

No. Transaction costs are not limited to WEC. As a practical matter, transaction costs are incurred by WEPCO and WPSC. For example, WEPCO presently incurs centralized service costs for WEG and WEPCO and then allocates a portion of these costs to WEB. IBS presently incurs centralized service costs for Integrys and WPSC and then allocates a portion of these costs to Integrys and WPSC. In other words, neither WEG nor Integrys initially incur or record the transaction costs. The costs must be charged by WEPCO or IBS to the parent companies.

If there is a net harm to WEPCO Wisconsin retail customers from the sale of PIPP, then there are at least two alternatives to ensure that they are not charged for this

transaction cost. The first alternative is that WEPCO writes off the net book value of PIPP and does not transfer the cost to WEG or WEC. Alternatively, PIPP should be sold to WEG at net book value and then sold by WEG to UPPCO. WEG then should writeoff the net book value as a transaction cost.

A.

Q. Mr. Reed argues that because WEPCO and WPSC will not record "transaction costs" on their accounting books there is no need for them to report such costs and exclude them in future rate cases.⁹ Please respond.

The premise relied on by Mr. Reed is incorrect, as I previously explained. Therefore, the Commission should ensure that WEPCO and WPSC identify and remove all transaction costs from the cost of service in future rate cases. These transaction costs include the costs of concessions by WEC or conditions imposed by regulators in other jurisdictions and should not be viewed through the narrow lens proposed by Mr. Reed. Any costs that are incurred by WEC, WEPCO or WPSC to consummate the acquisition, whether incurred before or after the consummation of the acquisition, are transaction costs and should not be recovered from Wisconsin retail customers. There is no specified time frame set forth in the statute that limits the time period for transaction costs or the Commission's determination whether the acquisition is in the "best interests of utility consumers... and the public."

Q. WEC opposes the WIEG condition that WEC, WEPCO, or WPSC shall not propose

⁹ *Id.*, 18.

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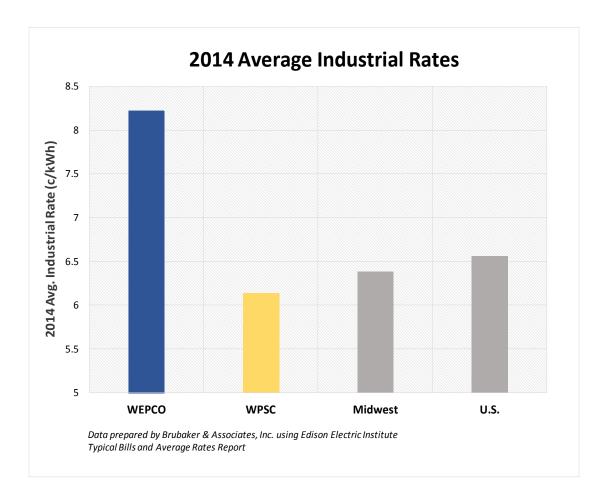
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any levelization or subsidization of rates between WEPCO and WPSC or propose a merger between WEPCO and WPSC that will or may result in any levelization or subsidization of rates between WEPCO and WPSC for at least five years after the consummation of the transaction.¹⁰ Why is this a concern?

There is a huge rate disparity between WEPCO and WPSC rates. In 2014, WEPCO's Wisconsin retail industrial rates averaged 8.22 cents per kWh and WPSC's averaged 6.14 centers per kWh, respectively, for loads of 50 MW or more and annual consumption of 32,500 MWH or more. In other words, WEPCO's rates for WIEG members are 34% more than WPSC's rates. In addition, WEPCO's Wisconsin retail industrial rates have increased by 24% in the last five years, while WPSC's Wisconsin retail industrial rates have increased by only 4%. I provide the data in support of these statistics in my Ex.-WIEG-Kollen-7. The following graph portrays these significant rate disparities..

¹⁰ Lauber Rebuttal at 12-13.



Q.

WEC opposes the "most favored nation" condition proposed by WIEG to ensure that the cost of concessions and conditions imposed in other jurisdictions are not transferred to WEPCO or WPSC customers and to ensure that benefits of concessions and conditions imposed in other jurisdictions are extended to WEPCO and WPSC customers.¹¹ Please respond.

A. Mr. Leverett identifies three reasons why WEC opposes this condition. The first reason is it is unlikely that a material condition has been overlooked by the parties in this case. However, that reason misses the point altogether because the concessions or benefits in

¹¹ Leverett Rebuttal at 13.

other jurisdictions cannot be known unless and until there is a settlement and/or adjudication of the acquisition in those jurisdictions. The need for this condition is demonstrated by the Michigan settlement that I previously addressed.

The second reason is that there is a potential standoff among the various jurisdictions waiting to give final approval until other jurisdictions have issued orders. However, that isn't a valid concern. Each jurisdiction can move ahead with its review and approval process, but reserve the right to modify the conditions after it reviews the orders issued or settlements confected in other jurisdictions to ensure that its utility consumers and public are not harmed or that there are comparable benefits.

The third reason cited is that the Commission can reopen the docket if it is appropriate to do so. That really isn't a reason. The Commission need not close the docket until it has completed its review or orders issued or settlements confected in other jurisdictions.

A.

Q. WEC opposes the WIEG condition for an earnings mechanism whereby the revenue requirement effect of WEPCO's and WPSC's actual earnings in excess of their authorized returns on equity would be refunded to customers for four years following the consummation of the proposed transaction.¹² Please respond.

Mr. Lauber identified two reasons why WEC opposes this condition. The first is that it is "assymetric," meaning that it does not provide for rate increases. However, that is appropriate because the earnings mechanism is intended to ensure that the acquisition is in the "best interests of utility consumers . . . and the public" in the absence of any

¹² Lauber Rebuttal at 6.

synergy study or quantified benefits.

The second reason is that such a mechanism "may constitute retroactive ratemaking." However, that is not correct. Any such mechanism would operate prospectively, not retroactively. Further, the Commission recently approved earnings caps for Northern States Power Company – Wisconsin in Docket No.4220-UR-120 and for Wisconsin Power and Light Company in Docket no. 6680-UR-119. The Commission could protect utility consumers from harm arising from this proposed transaction by approving an earnings cap here as well.

A.

Q. WEC opposes the WIEG condition addressing costs due to credit rating downgrades. 14 Please respond.

Mr. Lauber provides two reasons for WEC's opposition. The first reason is that it claims any quantification of the effects of such a downgrade would be speculative. That is not correct. The effects of such a downgrade can be readily determined by the differential in the Moody's bond yields applied to any new WEPCO or WPSC debt issued during the downgrade period. As an aside, it is interesting that WEC would consider the effects of any downgrade to be "speculative," while claiming that one of the benefits of the acquisition is lower capital costs.

The second reason is that such a downgrade could be caused by conditions imposed by the Commission and that would be "inequitable." That reason is illogical. The cause of such a downgrade would be the acquisition. Any conditions imposed by the

¹³ *Id*.

¹⁴ *Id.*, 8.

1		Commission will be in response to the acquisition. Thus, it is appropriate to ensure that
2		the costs resulting from any downgrades be removed from the cost of service in future
3		rate proceedings.
4	Q.	Have you read the testimony of Staff and GLU addressing their concerns with ATC
5		and the significant increases in investment and the resulting impact on customers?
6	A.	Yes. I share those same concerns. ATC has grown at a remarkable pace since its
7		inception in 2001, as demonstrated in ExGLU-Lowry-2. As can be seen in that exhibit,
8		between 2001 and 2014, ATC's rates grew from \$1.31 per kw-month to \$4.42 per kw-
9		month, and its revenues from about \$153 Million to nearly \$528 Million. Moreover,
10		ATC's growth shows no signs of slowing, as reflected in WEC's responses to discovery
11		included in my ExWIEG-Kollen-7c.
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13	Q.	Does this complete your testimony?
14	A.	Yes.